



# City of Loma Linda Official Report

Karen Gaio Hansberger, Mayor  
Floyd Petersen, Mayor pro tempore  
Robert Christman, Councilmember  
Stan Brauer, Councilmember  
Robert Ziprick, Councilmember

COUNCIL AGENDA: June 8, 2004

TO: City Council

VIA: Dennis R. Halloway, City Manager

FROM: Deborah Woldruff, AICP, Community Development Director

SUBJECT: ZONE CHANGE (ZC) NO. 03-06, TENTATIVE TRACT MAP (TT) NO. 03-05 (TTM NO. 16323) – A REQUEST TO SUBDIVIDE 15 ACRES INTO 93 NEW SINGLE FAMILY LOTS, TWO EXISTING SINGLE FAMILY LOTS, AND NINE LETTERED LOTS LOCATED ON THE SOUTH SIDE OF MISSION ROAD INCLUDING AND TO THE WEST OF THE EDISON EASEMENT AND PEPPER WAY.

## RECOMMENDATION

Staff recommends that the Planning Commission recommend the following actions to the City Council:

1. Adopt the Mitigated Negative Declaration (Attachment A);
2. Approve and adopt Zone Change No. 03-06, based on the Findings;
3. Approve the Development Agreement (Attachment B); and,
4. Approve Tentative Tract Map No. 16323 (Attachment C) based on the Findings, and subject to the attached Conditions of Approval (Attachment D).

## BACKGROUND

On May 5, 2004, the Planning Commission reviewed Tentative Tract No. 16323 and forwarded the project to the City Council with a recommendation for approval. A copy of the Planning Commission Staff Report and draft minutes from May 5, 2004, is included as Attachment E. The Planning Commission modified and added to the conditions of approval to address concerns that were discussed at the May 5, 2004, Planning Commission meeting.

The project is located within the Mission Historic District Overlay Zone. The City has adopted an ordinance requires that any development within the District conform to a strict set of city-adopted development/design standards, which are intended to preserve and enhance the historic character of the area. In addition, projects within the Mission Historic District Overlay Zone are required to be reviewed by the Historical Committee and the City Council for the issuance of a Certificate of Appropriateness. On May 3, 2004, the Historical Commission recommended to the City Council that the Certificate of Appropriateness be approved and added conditions of approval to address concerns discussed at the meeting. Separate from their action to recommend approval of the Certificate of Appropriateness, the Historical Commission recommended to the Planning Commission and City Council that the density of the project be reduced and that the density of future projects in the area be reduced.

Historically, the project area has been used for agricultural purposes consisting mostly of citrus groves and a dairy. The entire citrus orchard has been removed. As part of the project, the dairy structures, including a hay barn/shed will be demolished. These structures have been evaluated in the Cultural Resources Report, and have been determined to be historically insignificant.

The project area includes two existing residences fronting on Mission Road that are to remain. The residences are included within the project because at the time this application was submitted to the City, there was more than one property owner of the project area, including the owners of the two residences. The residences will remain under private ownership and are not part of the development.

## **ANALYSIS**

### **Summary of Request**

The project is a request to subdivide a 15-acre property, which includes the Edison Easement, into 95 numbered lots and nine lettered lots for the purpose of developing 93 single family detached residences. The subdivision also includes two additional lots for two existing homes. The nine lettered lots would be for two parks and open space. The proposal also includes a Zone Change (ZC No. 03-006) to change the zoning from Single Family Residence (R-1) to Planned Community (PC). The project includes a Planned Community Document for the small lot subdivision proposal, to replace the traditional zoning and development standards. A Development Agreement between the City and the applicant is included as part of the project to assist in the production of future affordable housing throughout the City.

This project does not include the design of the future housing. The Planned Community Document includes general provisions for acceptable architectural design. In addition, the houses shall be designed according to the "Livable Community" concepts and the objectives of the Mission Road Historic District Overlay Ordinance when a Precise Plan of Design application is submitted.

## **Project Description and Site Design**

The applicant has incorporated neo-traditional and livable communities concepts into the proposal that include smaller residential lots and narrow interior streets. The proposed subdivision, which creates 93 new single-family lots, has a gross density of 6.3 dwelling units per acre. The average lot size is approximately 2,846 square feet without the two existing single-family residences. The actual lot sizes range from approximately 2,067 to 3,793 square feet. The two existing single-family residence lots are 18,061 and 11,863 square feet. The unique layout of the project is due to the constraints associated with the depth and narrowness of the project site, the location of the Edison Easement and two existing residences within the project area.

Two public parks are proposed, which include a pocket park on the northern portion of the tract and the Edison Easement. The pocket park is approximately 0.15 acres and will allow for active park uses. The five-acre of Edison Easement will provide active and passive park uses. The proposal includes important linkages for pedestrians and vehicles, alike. A trail system has been incorporated into the Edison Easement, which will provide linkage between the San Timoteo Channel and Mission Road. Once the Bailey Bridge is installed across the San Timoteo Channel, this trail will link into the City wide trail system along the Edison Easement. Several connections to the Edison Easement trail are provided along the southern linear portion of the proposed tract. The total amount of proposed park space surpasses the General Plan policy of five-acres per 1,000 residents and provides a ratio equivalent to 14-acres per 1,000 residents.

Additional open space has been provided at the end of the cul-de-sac at the southern portion of the lot and along the frontage of Van Lueven Street and Mission Road. These areas will be landscaped and maintained by the Homeowner's Association.

The tract has access off of Pepper Way and Van Leuven Street. The project is also connected to the development to the east through Street G, which extends across the Edison Easement. The streets are not a standard street width due to the proposed neo-traditional design. The proposed street widths are also indicative of the "Livable Communities" concepts, which have been endorsed by the Planning Commission. The PC Zoning allows for the creation of unique and creative design standards, which provides flexibility to include attributes common in "Livable Communities." Narrower streets are common in "Livable Communities" and the flexibility of the PC zone is exhibited in the proposed street design. The widths of the two-way streets are similar to and wider than the streets provided in the adjacent tract to the east (Tract 16341- Mission Trails). The alleys in this adjacent tract are also 3 feet narrower than the one-way streets in the northern portion of the proposed tentative tract.

The on-site circulation has been designed to discourage through traffic with the exception of Van Leuven Street and Pepper Way. The southerly portion of the site is accessed from Van Leuven and has a divided road for the first 100 feet. The median will be landscaped, providing a pleasant entry into the tract. As previously mentioned Street G serves as an additional outlet to the southern portion of the site. At the end of the cul-de-sac are guest parking spaces and a circular median, which will divide the two-way traffic. This median will be landscaped.

The northern portion of the tract is accessed from Pepper Way. Streets B and C intersect Pepper Way and Street C provides access to the interior portion of the north side of the tract. Streets B

and part of C are 30 feet wide and provide parking on both sides. Street C narrows into a one-way street, which connects with Streets D, E, and F, and loops around the pocket park and residences. These one-way streets are typically 23 feet wide. Parking on the one-way streets would be limited to one side only to allow for the maneuverability of emergency vehicles and trash trucks. Guest parking is limited to on-street parking. Sidewalks are provided adjacent to the residences. Sidewalks are not provided around the perimeter of the pocket park. An emergency access into the northern portion of the tract is provided from Van Leuven Street. The narrower streets, medians, and street layout are consistent with the "Livable Communities" concepts and should provide some traffic calming for the development.

A Condition of Approval includes the requirement that the proposed community be pre-wired to host coaxial, cable, and fiber optic installation for each unit as per the Loma Linda Connected Community Program (LLCCP) policy. This is a new City requirement that will ensure new residences are equipped with links to meet the latest communications/technological advances. Homes that are pre-wired in this manner are commonly referred to as "smart homes". The added technology has many advantages including increased marketability of the units.

The remaining structures of the Van Uffelen Dairy are proposed to be removed, with the exception of the concrete troughs in the old barn/shed. The Historical Commission added a Condition of Approval (No. 1.24) that the watering troughs be relocated to the Edison Easement and be used as planters or a similar use if it can be done in a safe manner for public use. The project is not directly adjacent to or the location of an identified historically significant structure. Condition No. 1.17 requires that a licensed archeologist be on site during all grading and excavation. Mitigation measures have been included in the conditions of approval to address the discovery of artifacts or burial sites during excavation or grading. According to the Archeological Analysis for this project, the probability of discovering burial grounds on the south side of Mission Road is highly unlikely. However, artifacts could be discovered in the area due to Mission Road (Sonora Road or Old San Bernardino Road) being used for major transportation route in the past.

The proposed tract and future residential community will require the establishment of a Homeowners Association (HOA) as well as the development and recordation of appropriate Covenants, Conditions and Restrictions (CC & R's).

### **Zoning Map Amendment**

The project includes a request to amend the official Zoning Map from Single-Family Residence (R-1) to Planned Community (PC). The proposed PC zone designation would limit this area to residential uses and ancillary amenities that would support a residential tract, such as a tot lot, recreational facilities, parks, and trails. A Planned Community Document (Attachment F) has been developed to provide the development standards and permitted uses within the proposed tentative tract.

## Comments

The Public Safety Department has reviewed the proposed map and provided additional conditions of approval to compensate for the 28 and 30-foot wide streets and 24-foot wide one-way streets. The conditions include additional fire sprinkler requirements for the residences. The proposed street width is adequate to allow for passage of emergency vehicles and apparatus provided that there is no parking on one side of the one-way streets and no parking on Street G due to turning radius requirements from Street A. Conditions for these issues have been included.

Public Works Department has reviewed the Traffic Impact Analysis prepared by Meyer, Mohaddes Associates, Inc. and concurs with the recommended mitigation measures, which includes contributing to the fair share costs associated with the installation of a traffic signal at the intersection of Mountain View Avenue and Mission Road to improve the traffic congestion under peak hours. This intersection was identified in the Traffic Impact Analysis as having a cumulative impact during peak hours due to the existing traffic and the addition of the project traffic and future traffic from development proposed in the general vicinity. This would improve the intersection traffic from a level of service D and F to a level of service B and C during peak hours.

In response to the routing for this project, the City received the following comment from outside agency:

- San Bernardino County Department of Public Works (March 23, 2004) The letter stated that the site is in the A-99 flood designation for the San Timoteo Channel but raised concerns about the proximity of the project to the Mission Channel. Their concern is that once the improvements to the San Timoteo Channel are completed and the A-99 designation is removed, the site may still be in a flood zone relative to the Mission Channel. A copy of the letter was forwarded to the Public Works Department for their review. The issues related to the Mission Channel will be addressed in a drainage and hydrology study to be submitted as part of the plan check process.

Copies of all public comments are maintained in the file for Tentative Tract Map No. 16323.

## Conclusion

The proposed Tentative Tract Map (TTM) No. 16323 conforms to the City's Subdivision regulations and the "Planned Community" (PC) zoning standards. The project complies with the Medium Density Residential designation in the existing General Plan and Medium Density Residential and Medium High Residential land uses designations in the draft General Plan. The zone change to "Planned Community" (PC) allows the flexibility to develop a variety of single-family residential communities that can be master planned for the proposed project site. Findings to approve the zone change are included in the Planning Commission staff report for May 5, 2004 (Attachment E). The site constraints of the irregular depth and the location of the Edison Easement have been overcome by the unique design and enhancement of the area. The proposed subdivision is sensitive to the historical significance of the area and compatible with the residential neighborhoods to the west and east. Findings to approve TTM No. 16323 are included in the Planning Commission staff report for May 5, 2004 (Attachment E). The granting

of this Zone Change, Development Agreement, and Tentative Tract Map would not be detrimental to the public welfare or injurious to the properties in the vicinity.

### **ENVIRONMENTAL**

On April 15, 2004, a Notice of Intent (NOI) to Adopt a Negative Declaration and Initial Study (Attachment A) were prepared and issued for public review. The mandatory CEQA 20-day public review began on April 15, 2004 and ended on May 5, 2004. The Initial Study evaluates potential impact categories and appropriate mitigation measures. Any potential impacts can be mitigated to a level of insignificance and mitigation measures have been included as conditions of approval (Attachment D). Therefore, the project can be approved with a Mitigated Negative Declaration in accordance with the requirements of CEQA.

The Mitigation Measures listed in the Initial Study will minimize the potential environmental impacts and are the responsibility of the applicant. They have been made part of the Conditions of Approval.

### **FINANCIAL IMPACT**

The amount of revenue that the project will bring to the City from Development Impact fees is currently estimated to be in excess of \$ 647,646. In addition, the project will be subject to Plan Check fees, Building Permit fees, Grading Permit fees, and Fire Plan Check/Inspection fees.

The project site is located in a Redevelopment Project Area and as such, the project is required to provide affordable housing. The applicant and the City of Loma Linda will enter into a Development Agreement to assist in the production of future, affordable housing units throughout the City. An in lieu fee in the amount of \$ 444,540 will be paid to the City as a requirement of the Development Agreement.

Respectfully Submitted,



Lori Lamson  
Senior Planner

### **ATTACHMENTS**

- A. Negative Declaration (NOI/Initial Study)
- B. Development Agreement
- C. Tentative Tract Map
- D. Conditions of Approval
- E. Planning Commission Staff Report and Draft Minutes – May 5, 2004 Meeting
- F. Planned Community Document